

CAMBRIDGESHIRE POLICE AND CRIME PANEL	Agenda Item No. 10
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Report of the Cambridgeshire Police and Crime Commissioner

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POLICE AND CRIME PLAN VARIATION:

OBJECTIVE 3 – CONTINUE TO TACKLE CRIME AND DISORDER

OBJECTIVE 4 – KEEPING PEOPLE SAFE

1. PURPOSE

1.1 For the Police and Crime Panel (“the Panel”) to review the variation to Objective 3 – ‘Continue to tackle crime and disorder’ and Objective 4 – ‘Keeping People Safe’ of the Police and Crime Commissioner’s (“the Commissioner”) Police and Crime Plan (“the Plan”). The variations seeks to update the Plan to reflect delivery of the Objectives.

2. RECOMMENDATIONS

2.1. The Panel review the variations to the Plan provided with this report.

3. TERMS OF REFERENCE

3.1 Item 1 - To review and make a report or recommendation on the draft Plan, or draft variation, given to the Panel by the Commissioner.

4. BACKGROUND

4.1 When the Commissioner took office it was his intention for the evolution of the former Police Authority’s Local Policing Plan rather than a revolutionary approach and starting from scratch. The Plan sets out the Commissioner’s clear commitment to holding the police to account on behalf of the public. The Commissioner has treated the Plan as a ‘live’ document; some aspects of the Plan are still relevant after 18 months and other aspects have been subject to variations. These variations will continue as required.

4.2 The Police Reform and Social Responsibility Act 2011 (“the Act”) places a responsibility on Police and Crime Commissioners to issue a Plan within the financial year they are elected. The Commissioner’s Plan was published by 31st March 2013.

4.3 Under the Act, before issuing or varying a Plan, the Commissioner must consult with the Chief Constable of Cambridgeshire Constabulary (“the Constabulary”) and send the draft plan or variation to the Panel. The Panel must review the draft plan or draft variation and make a report or recommendations to the Commissioner.

4.4 Since the initial publication of the Plan there have been a number of operational developments and increased partnership working which are not reflected in the current version of Objective 3 and Objective 4. There has been an increasing focus on responding to reported crime on the basis of threat, risk and harm, including the proactive identification of those who are vulnerable to becoming victims or offenders, ensuring a range of options are available.

4.5 The Commissioner has consulted with the Chief Constable. A paper on the variations of Objective 3 and Objective 4 of the Plan was submitted to the Commissioner’s Business

Coordination Board on the 4th June 2015.

5. OBJECTIVE 3 – CONTINUE TO TACKLE CRIME AND DISORDER

5.1 The updated Objective 3 chapter is organised under the following headings:

1. strong and supportive communities;
2. efficient and effective policing and criminal justice system; and
3. tackling the most complex offenders effectively.

5.2 There has been an increasing focus on responding to reported crime on the basis of threat, risk and harm, including the proactive identification of those who are vulnerable to becoming victims or offenders, ensuring a range of options are available. Prevention (demand management) is also increasingly high on the agenda.

5.3 In preparing for the arrival of the new BeNCH Community Rehabilitation Company, the 'BeNCH' (Bedfordshire, Northamptonshire, Cambridgeshire, Hertfordshire) Commissioners, working with their respective Chief Constables, have developed a reducing re-offending strategy. The content of this strategy was taken into consideration in reviewing the content of this section of the Plan.

5.4 The update to the Plan also reflects the changing nature of crime. The nature of large volume crime is changing as criminals continue to exploit technological advances. The Plan, therefore, acknowledges the development of Police cyber-crime capability.

5.5 The Commissioner's pledges remain relevant to this objective:

- Anti-social behaviour – "The effects of anti-social behaviour can be far more wide reaching than other offences. It can damage the quality of life of a whole community. It must be systematically tackled".
- Burglary – "All burglaries should be investigated by the police within an appropriate time of the offence taking place. We need to catch burglars. I will be monitoring burglary detection rates".
- Drugs – "I am supporting work with partners to tackle drugs misuse and associated crimes".

6. OBJECTIVE 4 – KEEPING PEOPLE SAFE

6.1 The current policing and partnership landscape has changed since the Plan's initial creation. The revision has enabled new areas of focus to be properly reflected in the plan. This includes:

- the move from national to local commissioning of victims' services and the creation of a Constabulary-led Victims' Hub;
- the transfer of responsibility for victim-initiated Restorative Justice to Police and Crime Commissioners;
 - work to drive partnership working within the mental health agenda;
 - a greater awareness of child sexual exploitation and hate crime; and
 - efforts to engage and inspire young people through the Volunteer Police Cadets, Youth Fund Awards and the Safer Schools work.

6.2 Since the last update to Objective 4, the Constabulary and the Commissioner's Office have also signed up a number of joint strategic visions which now shape the work carried out by the Constabulary and its partners. These include:

- Support for Victims in Cambridgeshire (Inter-agency Victim Strategy)
- Developing Restorative Justice
- A Strategic Vision for Volunteering

6.3 The Commissioner's pledges also remain relevant to this Objective:

- Taking a preventative approach – "Prevention and early intervention is key with persistent offenders and troubled families".
- Young people – "I am committed to supporting work with young people to divert them away from a life of crime".

7. NEXT STEPS

7.1 The draft variations will be reviewed by the Panel on the 17th June 2015. The Commissioner is aware that he must have regard to any report or recommendation, give the Panel a response to any such report or recommendation and publish his response.

8. BACKGROUND DOCUMENTS

8.1 Police and Crime Plan 2013-16 www.cambridgeshire-pcc.gov.uk/police-crime-plan

Objective 3 and 4 Report – Business Coordination Board, June 2015
<http://www.cambridgeshire-pcc.gov.uk/work/>

9. APPENDICES

9.1 Appendix A - Draft Variation to Objective 3 – Continue to tackle crime and disorder, Cambridgeshire Police and Crime Plan.

Appendix B – Draft Variation to Objective 4 – Keeping People Safe, Cambridgeshire Police and Crime Plan.

Objective 3: Continuing to tackle crime and disorder

The two main conurbations of Cambridge and Peterborough, together with market towns and rural farming areas present the police force with a wide range of policing challenges. Each area has its own individual policing needs.

Tackling crime and disorder is and always will be a core element of policing. It is now accepted that the police cannot do this alone.

This Plan sets out an ambition for long-term sustainable reductions in crime and disorder. Such change is achieved by the behaviour of society, communities and individuals. Enforcement alone will not bring about the change required. Therefore the police will work with a variety of partners to tackle and reduce crime and disorder. Some of these partners will be statutory bodies, some may be private sector companies, some charitable organisations and some will be voluntary or special interest groups and individuals. In short, the Constabulary will work with the community to tackle and reduce crime and disorder.

None of this will reduce either the operational independence of the police or the professionalism of the Constabulary.

In order to tackle crime and disorder the Constabulary will use an assessment of the threat, risk and harm that exists in each case or set of circumstances. This places victims at the heart of policing, enables the prioritisation of our resources and ensures the right level of service can be delivered to the right person at the right time.

Objective one of this Plan – maintain local police performance, sets out how the police will work with the public, through the Community Safety Partnerships. Together we can aspire to build community capacity and cohesion with the aim of making crime socially unacceptable and thus bringing about long term change. This objective is concerned with how police and partners deal with that crime and disorder that does nonetheless occur.

The model of staged intervention can be used to explain this strategy. It is a three-tiered approach.

Firstly, strong and supportive communities. Clearly, the most effective way to reduce crime, and therefore manage demand on services, is to prevent individuals commencing a pattern of offending in the first place. This means creating the conditions in our communities that reduce the risk of involvement in crime and undertaking early proactive work with those at risk of offending, encouraging people to live offence free lives. Also, shifting attitudes of the acceptability of offending in communities themselves. This is about community action to prevent offending. It is primarily preventative and is largely delivered in partnership through the Community Safety Partnerships. Objective 4 – keeping people safe sets out the importance of preventative work with young people.

Secondly, efficient and effective policing and Criminal Justice System. This is about core policing activity dealing with crime and disorder that takes place and preventing reoffending.

Thirdly, tackling the most complex offenders effectively. This is about working with partner agencies to manage those offenders who present a risk of serious harm to their local communities.

One of the core principles underpinning the approach is about strengthening pathways across different services.

When crime and disorder occurs, the threat, risk and harm process will ensure that a proportionate and appropriate response is received, one which aims to deal with the incident and work to prevent a re-occurrence. This method of working aims for true levels of crime reduction and will be underpinned by an offender strategy delivered with partners, in particular those within our local authority youth offending teams and the new enhanced arrangements laid out for what were Probation Services.

As well as the strategic assessments from the Constabulary, this Plan also takes into account the wishes of local people and the assessments of local crime and disorder undertaken by the six community safety partnerships in determining its priorities.

The Constabulary is committed to work in partnership with other agencies to develop, embed and deliver an extended range of appropriate and sustainable restorative justice interventions which stop offending and improve victim satisfaction.

Anti-social behaviour

It is clear that anti-social behaviour is a primary concern across the County. The Constabulary is committed to ensuring it responds to reports of anti-social behaviour no differently to that of crime. This approach, underpinned by the threat, risk and harm assessment ensures that people who are suffering receive appropriate intervention and support. The Victims' Hub is expanding its services further by developing the support available to vulnerable victims of anti-social behaviour.

Anti-social behaviour can mean a variety of things to different people and offenders can use a variety of 'offences' that cause upset, these can range from issues upon which the police have historically led, such as statutory criminal offences, through to issues where perhaps local councils or housing associations are the lead authority. New legislation provides clarity around the use of anti-social behaviour powers and for the first time introduces a 'community remedy'. By working together agencies will deal with the root of the problem and not just the symptom. The 'broken window' theory, that suggests if seemingly minor problems within a neighbourhood are not addressed, then serious levels of crime and disorder can quickly follow, is as valid today as ever and underpins this approach to anti-social behaviour.

All crime is important and for the Constabulary to be truly effective it is essential that it understands the true level of crime occurring within our neighbourhoods. The Crime Survey for England and Wales and other reports have led to an understanding that in some categories there are significant levels of under-reporting. This is particularly so in some categories of volume crime, such as criminal damage, vehicle offences and significantly so in internet based crime (so called 'cyber-crime'). It is also the case in some categories of high risk offences such as domestic abuse and sexual offending. Therefore the Constabulary will monitor recorded levels of crime but will not set itself targets for reduction. In some cases the work of the Constabulary to increase confidence to come forward amongst victims should see an increase in the level of reports.

However, there are some categories of recorded crime where we can be almost sure that recorded levels equate to actual levels; such crimes can actually be considered a degree of 'proxy' for other similar offences. One such category, and one which continues to be of concern to our residents, is house burglary. Whilst house burglary levels have reduced in many of our areas in recent years, it is still an issue that requires grip and focus.

House burglary continues to be prioritised for action. Such action includes locally targeted preventative approaches, as well as a timely and professional policing response to all offences and burglary investigations.

Reducing crime by reducing reoffending

A disproportionately large amount of crime is committed by a relatively small group of offenders. For a number of years the Constabulary and its partners have been working together to reduce the reoffending of those most at risk of continuing along that path. This process has been known as Integrated Offender Management and is believed to be a significant factor in a general reduction in some categories of crime, such as house burglary.

New national arrangements for the rehabilitation of offenders by the creation of a National Probation Service and Community Rehabilitation Company that will aim to work with almost all offenders who are sentenced to a period of custody, will assist in this aim. However, we want to go further and will seek to expand our approach through an Offender Strategy that will deliver this approach across a wider range of identified offenders.

The approach seeks to identify the root causes of offending and where possible put mechanisms in place to prevent reoffending or escalation. This is not a soft option and in some cases the starting point can be in prison for those arrested and convicted of serious offending.

We want to see long term reductions in crime, a long term reduction in the number of offenders and the costs associated with those offenders.

Organised Crime including drug supply

Organised crime can provide a driver for many types of criminality, blighting communities, corrupting the young and vulnerable and increasing the fear of crime amongst a neighbourhood. The nature of organised crime groups is that they operate across force boundaries and so they require a response that is similarly not constrained.

At a national level, the remit of the National Crime Agency is to fight Serious and Organised Crime. At a regional level, the Eastern Regions Special Operations Unit (ERSOU) is tasked with tackling organised crime. The work undertaken at both a national and regional level is undertaken in partnership with the Constabulary.

Working with partner agencies, the Constabulary will continue to work to disrupt organised crime activity, including those involved in drug supply. A Serious and Organised Crime Local Profile is being developed to support effective local partnership working. Whilst disrupting those seeking to bring crime to the County it will also work to seize those assets criminally gained.

The process will be coordinated by the Centralised Intelligence Bureau and there will be a clear thread that runs from neighbourhood policing team officers through to specialist teams and beyond.

In relation specifically to drugs supply, our aim is clear: we will seek to support those drug users who want to change their habits by signposting them to drug services but we will relentlessly pursue those who supply drugs to the people of Cambridgeshire. Drug use, in particular street drug use, is anti-social, potentially dangerous and can increase the fear of crime amongst the law abiding citizen. We will work with our partners in tackling drug use and supply at its various levels. We want to continue to see an improvement in the way that people feel about problems of drug misuse within their communities.

Computer enabled crime ('cyber' crime)

The nature of large volume crime is changing as criminals continue to exploit technological advances, operating across force boundaries. Objective five of this plan – maintain the resilience of protective services, sets out links to the work to tackle crime through the internet at a regional and national level. The National Crime Agency is responsible for leading the overall response to cyber crime. Across the region, forces and ERSOU are developing their capability. In this context, the Constabulary is developing its own cyber crime capability to ensure it is able to prevent and respond to cyber crime affecting victims in the county, both individuals and businesses. The Constabulary has been targeting Cambridgeshire businesses and residents who are most likely to become victims of cyber-crime and providing online safety advice. As this capability and public awareness increases there is likely to be an impact on levels of recorded crime.

Alcohol

We want to build on existing local and national partnership work to tackle the misuse of alcohol and the subsequent cost to the long term health of our communities and the public purse.

Other serious crime, victims and keeping people safe

Objectives four and five within this plan deal specifically with keeping people safe and the investigation of serious crime across the County and region.

Pledges from the Commissioner

Anti-social behaviour – The effects of anti-social behaviour can be far more wide reaching than other offences. It can damage the quality of life of a whole community. It must be systematically tackled.

Burglary – All burglaries should be investigated by the police within an appropriate time of the offence taking place. We need to catch burglars. I will be monitoring burglary detection rates.

Drugs – I am supporting work with partners to tackle drugs misuse and associated crimes.

Objective 4. Keeping people safe – protecting the vulnerable from harm

Safeguarding the public from harm is central to the ethos of policing in Cambridgeshire. This is why we are focusing as much on prevention as we are ensuring people receive a good service if they do become a victim of crime. We want people to have trust and confidence not only in the police service, but also in the wider criminal justice system in the county. Partnership working is a key thread throughout this whole Police and Crime Plan and we rely on the commitment of other agencies to work with us to protect vulnerable people from harm. The responsibility for keeping people safe in our county sits not just with Cambridgeshire Constabulary, but with each and every one of us.

Supporting victims in Cambridgeshire

We offer all victims of crime in Cambridgeshire appropriate emotional and practical support to cope and recover from their experience.

When a victim reports a crime an Initial Victim Needs Assessment is carried out to assess if they need support or whether they fall into one of the three priority categories: a victim of a serious crime, victims who have been persistently targeted or vulnerable or intimidated victims.

Those victims identified as needing support are referred to Victim Care Co-ordinators in a Constabulary-led Victims' Hub. These staff speak to the victim to identify the level of emotional and practical support they need and then help them in the most appropriate way, bringing in specialist services, many commissioned by the Office of the Police and Crime Commissioner, as required. Early conversations to make victims aware of their right to request restorative justice (see separate section) are also carried out. Victims are offered extensive face-to-face support by trained volunteers where it is needed.

Victims of crime who don't wish to report their experience to the police can also contact the Hub to access support services.

We recognise that many victims of crime already have, or develop, poor mental health and early intervention is key. The Victim Care Co-ordinators can call on Community Psychiatric Nurses known as Mental Health Pathfinder Case Workers who can help victims access local mental health services where required.

Migrant workers who are victims of exploitation are supported by a dedicated post holder, hosted by a voluntary sector provider; strengthening our stance to stamp out human trafficking and exploitation in Cambridgeshire.

Victims of domestic abuse and serious sexual offences are offered structured comprehensive support in Cambridgeshire. This includes access, where appropriate, to Independent Domestic Violence Advocates (IDVAs) and Independent Sexual Violence Advocates (ISVAs), sexual violence counselling and peer support groups.

The bereaved families of those killed on the county's roads in fatal road traffic collisions are supported by a local charity funded by the Office of the Police and Crime Commissioner. The work of the charity's volunteers enables focused support to be offered to families in what are often traumatic circumstances.

We will work with partners to refine the support available from the Victims' Hub and from specialist service providers in response to feedback from victims. In particular the Victim Care Co-ordinators will develop areas of expertise enabling them to provide expert support to victims of specific crime types, for example hate crime.

We will also extend the Hub service to vulnerable victims of anti-social behaviour staying true to our commitment to deal with anti-social behaviour no differently than crime.

Enhanced Multi-Agency Safeguarding Hub (MASH)

Staff from agencies responsible for the safeguarding of victims of child, adult and domestic abuse, which includes sexual violence and rape, are co-located within the two-centered MASH. The provision of this

joined up safeguarding service ensures we can protect those who will be hurt, or hurt again if we don't take action.

In cases where there is a high risk of further harm multi-agency staff can come together to discuss information held by them all to manage the risk to the individual. These safeguarding measures run alongside any investigations.

Modern Day Slavery

The Constabulary is committed to safeguarding people who are vulnerable to, or already a victim of human trafficking and exploitation, and prosecuting those responsible using the legislation available.

The principles and lessons learnt from a multi-agency operation called Pheasant which was carried out in the Fenland area shapes the Constabulary's response to such crimes. This operation saw staff from a range of agencies proactively identifying potential victims through visits to homes where many migrant workers were living.

Victims are helped to cope and recover from their experience by a support worker funded by the Police and Crime Commissioner from the Victims' Service grant which is referred to in the Victims' Hub section.

Domestic Abuse

Domestic abuse is recognised nationally as a hugely under-reported crime. A victim can suffer from many repeat incidents before taking the decision to contact someone for help. A local research study on the under-reporting of crime revealed that when offences are committed in the home a victim is more likely to report when they are confident that structured support is available to them. **Therefore it is crucial that when a victim does turn to the police for help they get both a professional investigation from specially trained officers and appropriate support from experts to cope and survive the experience.** In Cambridgeshire increasing numbers of people are having the confidence to report domestic abuse.

The Domestic Abuse Investigation and Safeguarding Unit is just one of the Multi –Agency Safeguarding Hub's investigation arms. The unit focuses on the risk posed to the person rather than the volume of offences and work in partnership with colleagues from within the Constabulary and other agencies. It deals with a full range of incidents from common assault to attempted murder, domestic-related stalking and harassment, honour-based violence, forced marriage and female genital mutilation. All investigations are victim-led and focus on safeguarding the victim from further harm.

Staff in the unit adhere to both national and local best practice and work hard to educate other officers and staff on how to spot the signs of domestic abuse.

Child Sexual Exploitation

Proactively identifying young people at risk of exploitation and preventing them from becoming a victim relies on the support of a wide range of agencies and the local communities.

Resources within the Constabulary's Child Sexual Exploitation Unit, which also deals with reports of missing from home, carry out both these proactive and reactive investigations.

Officers, social work colleagues, staff from the voluntary sector and local education partners will work with a young person for many months developing their trust and confidence in them. It is through these contacts that skilled staff can educate young people into what is, and what is not a healthy relationship, identify potential exploitation and safeguard them to reduce repeat victimisation.

The Constabulary works closely with the Local Children's Safeguarding Boards (LCSBs) in Cambridgeshire and Peterborough. Specific operations will be set up where pockets of offending are identified.

All victims of such a crime are provided with professional support from specialist Young Person's ISVAs.

Hate Crime

A hate crime is any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on another person's actual or perceived race, religion, sexual orientation, disability (whether this be physical or a mental disability) or because they are transgender. Victims can also be targeted as a result of other hate-related hostilities, for example age or belonging to a sub-culture.

This sometimes results in what can be seen as low-level criminality and anti-social behaviour. We must deal with such incidents effectively to prevent them escalating to more serious offences.

It is important that all residents of, and visitors to Cambridgeshire have enough trust and confidence in the Constabulary to report any incidents of hate crime they perceive or experience. However we realise that some people develop that trust through experience and may initially feel more comfortable reporting such incidents through a third party reporting scheme. To that end we are committed to work in partnership to provide alternative methods for victims of hate crime to report their experience.

Restorative Justice

Restorative Justice is a process which "brings those harmed by crime or conflict, and those responsible for the harm, into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward".

Face to face restorative justice interventions have been proven to improve victim satisfaction and reduce re-offending. While restorative approaches interventions can create safer, stronger and more engaged communities. We give communities a voice to address long standing concerns through the use of Community Trigger (where communities can demand agencies deal with persistent anti-social behaviour) and Community Remedy (a menu of out of court sanctions agreed by the community which can be used to deal with those who commit low level crimes and/or anti-social behaviour).

We are committed to work in partnership with other agencies to develop, embed and deliver an extended range of appropriate and sustainable restorative justice interventions.

Victims have a choice to access restorative justice at a time and in a way that is right for them. The service will be co-ordinated by Victim Care Co-ordinators within the Victims' Hub.

Reducing re-offending

The Constabulary works with local criminal justice partners and other bodies to maintain a clear focus on those who commit the most harm in the communities through the Integrated Offender Management scheme and arrangements to manage violent and sexual offenders. The Constabulary is looking at how to effectively tackle frequent attendees in custody who often have substance misuse and/or mental health or other issues which can impact upon their offending behaviour. This area of work is dealt with in more detail in Objective 3 – Continue to tackle crime and disorder.

Mental Health

Cambridgeshire and Peterborough's Local Mental Health Crisis Care Declaration, which was signed by a range of agencies in December 2014, sets out the aspiration of all signatories to provide people in mental health crisis with the right care at the right time from the right service.

While police officers and staff clearly have a role in keeping people who reach crisis safe from harming themselves or others, transporting these people in police vehicles to police cells is not the right care. Nor is detaining people with mental health problems in the custody block.

We will work with colleagues from other agencies to influence the commissioning of effective and responsive mental health services to prevent people reaching crisis point. We want to improve the partnership response to people in mental health crisis. This joined up working will not only improve care and aid recovery but multi-agency early intervention initiatives will reduce the demand on each agency and therefore the public purse.

Young people

Young people must be given the skills and confidence to identify and respond to situations which put their safety at risk. We will continue to work with partners to ensure this happens.

Grass roots youth engagement and diversionary initiatives, often supported by local neighbourhood teams, are prioritised to both build community resilience and cohesion. The Police and Crime Commissioner's Youth Fund and Community Safety Partnerships take the lead on funding such work.

The Safer Schools Partnership is one way in which schools and the Constabulary work together to keep young people safe, reduce crime through early intervention and prevention and improve behaviour in schools and their communities. Safer Schools Officers identify young people at risk of becoming a victim of crime, or committing a crime and work with them to mitigate the situation. The officers champion the use of restorative techniques to deal with conflict, in particular incidents of bullying, to enable young people to understand the consequences of their actions.

The Constabulary also engages with young people, in particular those at risk of offending, through Volunteer Police Cadet Schemes. We want to increase the number of schemes within the county.

We will continue to support Local Safeguarding Children's Boards and their work to raise awareness of Child Sexual Exploitation.

We will build on the work of the nationally praised Youth Offending Services in Cambridgeshire and Peterborough to reduce youth reoffending.

Pledges from the Commissioner

Taking a preventative approach – Prevention and early intervention is key with persistent offenders and troubled families.

Young people – I am committed to supporting work with young people to divert them away from a life of crime.

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